SECURITY GOVERNANCE INITIATIVE

Promoting the transparent, accountable, and legitimate management and oversight of security policy and practice

Annual Review 2018

INTRODUCTION

United States and six countries – Ghana, Kenya, Mali, Niger, Nigeria, and Tunisia. This partnerhsip focused on improving the management, accountability, and coordination of security and justice sector institutions, as opposed to providing training or equipment. SGI offered a process for prioritizing security and governance concerns, jointly setting goals and expectations, and sharing experiences and best practices to efficiently address urgent, persistent, and emerging security challenges.

During this fourth year of implementation, SGI saw visible results in most of the six SGI countries. Historically high performing SGI countries began implementing concrete changes, while several countries previously stuck in program design succeeded in formalizing new strategies, policies, and procedures. USAID and the Departments of State, Defense, Justice, and Homeland Security continued to invest in SGI implementation, and all six partner-countries demonstrated significant commitment to SGI security and justice sector governance objectives.

In 2019, the SGI team will complete an evaluation of the SGI approach and program implementation. Findings and lessons learned will be shared with a wide audience.

This SGI Review summarizes the SGI approach and theory of change, and presents general lessons and country updates observed over 2018.

THEORY OF CHANGE & APPROACH

Theory of Change: Properly governed institutions enable governments to effectively align resources with policy priorities and operational needs, thereby maximizing their provision of justice and security services to their citizenry.

The **SGI approach** is based on the recognition that sustainable solutions to security sector challenges require the vision and commitment of multiple stakeholders. The U.S. engages in a dialogue with partner countries to discuss their understanding of threats and operational needs, and the reforms required to more effectively and responsibly plan, use, and sustain security and justice capabilities. Through these consultations, the partner and the United States determine where U.S. assistance will have the most impact.

The core principles of the SGI approach include the following:

- ❖ Sustainable reform is a political rather than technical endeavor. A demonstrated commitment by partner country leadership and U.S. government interagency partners is required for SGI to succeed. Each of these actors play an important role in ensuring appropriate management, coordination, and prioritization of efforts; and in identifying opportunities to ensure long-lasting reforms. SGI actively pursues and strengthens its partnerships and engages in consistent dialogue with senior decision-makers.

- ❖ A whole-of-government approach breaks down institutional barriers that prevent effective governance of the security sector. Interagency coordination allows countries to apply resources more efficiently, and promotes accountability throughout the sector as institutions rely on one another for information and support. SGI facilitates interagency coordination within our six SGI countries, as well as amongst our partners inside the U.S. government.

- ❖ Engaging other donors, as well as U.S. and African civil society organizations, offer opportunities to share best practices, prevent duplication of effort, and provide for more rigorous analyses of security sector governance challenges. SGI seeks to

build and integrate a stronger community of interest.

❖ Progress toward effective institutions can and should be measured. U.S. and partner country leadership closely track progress toward the objectives established by SGI Joint Country Action Plans in each country. This not only holds U.S. and partner leadership accountable, but also facilitates adjustments in programming or personnel as needed.

Several tools distinguish SGI from other programs and initiatives; these include Joint Country Action Plans, Steering Committees, and SGI Coordinators. From a content perspective, SGI's exclusive focus on institution building also distinguishes it from more traditional 'train and equip' activities. Taken together these features constitute the SGI brand.

The SGI Toolkit:

❖ *Joint Country Action Plans (JCAPs)*: Co-drafted with each of the countries, these documents define the parameters of the SGI partnership. The JCAP drafting process provides opportunities for U.S. and partner country experts to jointly conduct analyses of the challenges, opportunities, and goals for each focus area, and recommend activities, required steps, and milestones for achieving desired end states. SGI activities are designed based on the objectives presented in the JCAPs. This rigorous consultation process ensures that U.S. assistance to a country aligns with partner country interest and priorities.

❖ *Steering Committees*: Co-chaired by senior U.S. and partner country officials, and comprised of senior representatives from each of the ministries and/or agencies involved in SGI, SGI Steering Committees meet regularly to review progress in meeting JCAP objectives and to make necessary JCAP adjustments based on changes in the environment and priorities. The Steering Committee arrangement has provided a forum for this innovative and comparatively small program to engage in strategic discussions with senior-level decision makers to understand their priorities and vision for their countries.

❖ *SGI Coordinators:* Based at U.S. embassies, country coordinators provide in-country support to embassies and Washington to track and coordinate programs, and organize meetings with partner country and other stakeholders. Coordinators monitor all partner country, U.S. interagency, and other international donor efforts related to SGI focus areas and goals, and in doing so, synchronizes efforts, reduces redundancies, and ensures consideration of the full range of challenges for meeting SGI objectives.

2018 HIGHLIGHTS & NEXT STEPS

In 2018, SGI facilitated the drafting of several national strategies, the establishment of new structures and interagency processes, and senior-level approval of key documents to enhance security sector governance. Some of the SGI highlights of 2018 include:

❖ In *Niger*, the President approved the establishment of the Center for Strategic Planning of Forces to conduct strategic planning across all security services.

❖ In *Kenya*, the justice sector addressed overcrowding in prisons through a multi-agency lens with the aim of reducing congestion and preventing radicalization of incarcerated petty criminals. Plea bargaining emerged as an effective tool to reduce the remand population, and service weeks reduced case backlogs in children's matters.

❖ In **Mali**, SGI accompanied the government in producing a catalogue of logistic functions across the Malian Army, institutionalizing a methodology to estimate fuel and maintenance costs for air assets, and drafting a reorganization plan for the Malian army. Ten Malian military and civilian officials also obtained Master's degrees in National Security Studies from the U.S. Naval Postgraduate School, and were designated as the core staff to the newly established National Security Council.

❖ In **Tunisia**, the final draft of the Criminal Procedure of Code (CPC) handbook for judges and prosecutors – and the associated trainer's manual – was completed. CPC implementation roundtables were conducted with civil society, lawyers and media.

❖ In **Ghana,** the government signed a memorandum of agreement establishing a process for cooperation between border agencies. Newly created Intelligence Fusion Centers also enhanced interagency coordination within the government and with regional and international partners. The Government submitted the requisite documents for Ghana to accede to the Budapest Convention on Cyber Crime, scheduled to come into force April 1, 2019.

In 2019, SGI engagement will continue through programs and senior Steering Committee meetings.   Embassies and the SGI program in Washington will also conduct a review of specific JCAP agreements to ensure they reflect up to date priorities. Best practices learned through SGI implementation will be applied to new partners' security sector reform efforts.   SGI stocktaking data will also be collected, analyzed, and presented to the SGI community.

More detailed updates for the Niger program follow.

NIGER UPDATES

SGI Niger focuses on strategic planning, aligning resources to security needs, and improving communication with the population. Niger's political landscape remained stable throughout 2018, but the country faces active threats emanating from its border regions, and its security and defense forces continue to battle violent extremist groups. Nevertheless, Niger is a highly committed SGI partner country and continues to make impressive progress toward achieving JCAP objectives. The SGI Niger JCAP was signed in October 2015.

Strategic Planning. The chiefs of the four services making up the Forces de Défense et Sécurité (FDS)—including the Army and Air Force, Gendarmerie, National Police, and National Guard—approved a prioritized list of capability gaps. This is the first time the FDS has articulated gaps across services in a structured manner. The prioritization of these gaps will facilitate resourcing the areas that are causing the most risk to operations, such as insufficient food and water provision to deployed troops. In 2018, the President approved the establishment of a coordinating body called the *Center for Strategic Planning of Forces* (French acronym, PPSF) to conduct strategic planning across the FDS. This Center will institutionalize the process of identifying capability gaps and related efforts, and is expected to begin operating in 2019.

Aligning Existing Human and Material Resources More Efficiently to Address Short- and Long-Term Security Needs. In 2018, SGI facilitated the Nigeriens to develop new standards for vehicle management, and continued work on a manual to improve planning for logistics during operations. They also developed a model to forecast fuel and maintenance costs for all aircraft, most notably the two C-130s the Nigeriens will acquire as early as 2019. This model will enable the Nigerien Armed Forces to more effectively budget for the long-term operational costs of aircraft. In the area of human resources, personnel readiness was improved through the development of occupational specialty coding to units and individuals across all four services. They also obtained senior-level approval to implement recommendations for improving objectivity in performance evaluations and promotion boards. An additional effort focused on completing a nation-wide survey of police officers to inform a job task analysis for the National Police.

Improving External Communications. In 2018, an analysis of the communications sector was completed and findings were used to begin developing organizational charts for the communications departments within the Ministries of Defense, Interior, and Justice, and throughout the FDS. In September 2018, the Prime Minister signed a directive to establish an inter-ministerial committee to coordinate security communications. Among its core tasks will be the development of communications strategies in the areas of national security and defense. Additional activities included publications, surveys, and workshops focused on promoting dialogue between the government and population on security issues, and strengthening the media's capacity to cover security issues.